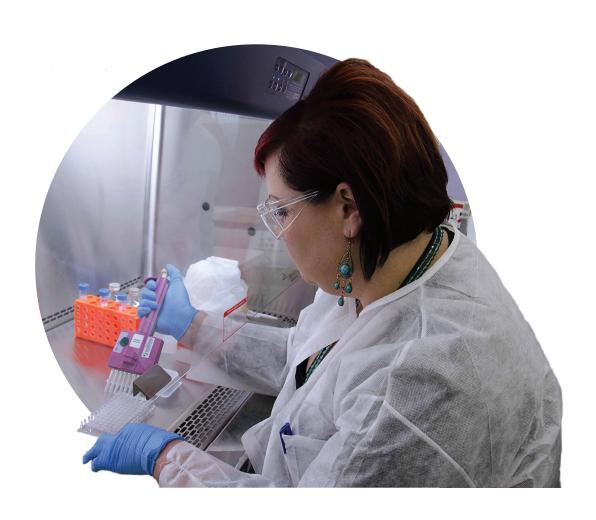
INTERNATIONAL HIV/AIDS CRISIS

Global Health and Development







The U.S. Diplomacy Center offers educators immersive programs that explore the goals and practice of diplomacy, teach diplomatic skills, build global competence, and illustrate how the critical work of American diplomats impacts people's everyday lives. Lesson plans emphasize 21st century skills: creativity and innovation; critical thinking and problem solving; and communication and collaboration. These skills are keys to success for the next generation of global citizens.

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The simulations have no right or wrong actions or solutions because the process, rather than the end result, is the goal. The learning experience develops organically as the students engage in the simulation. Once the simulation has been completed, students are encouraged to express how their views on diplomacy have evolved as a result of the simulation, and to contemplate how they can apply diplomatic skills to their everyday lives.

To access the complete *Diplomatic Simulation Program*, including training and subject matter expert videos, please visit Diplomacy. State.gov













The cover photograph was created by Centers for Disease Control and Prevention (CDC) and was edited for use in this publication.

Diplomatic Simulations are developed and presented by the U.S. Diplomacy Center as an integral component of the Center's education offerings. This document and all associated materials are intended exclusively for educational use.

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ISSUE BACKGROUND

HIV/AIDS is a global disease for which there is no cure. The disease has killed over 39 million people worldwide, including over 659,000 Americans. HIV (the virus that causes AIDS) is transmitted between people via infected bodily fluids. Certain people are at higher risk for contracting and transmitting the virus, including homosexuals, uncircumcised men, sex partners who don't use condoms, sex workers, people who inject drugs, and children born to HIV-positive women. Certain treatments – called anti-retroviral treatments (ARTs) – are very effective both in helping people living with HIV/AIDS to prolong their lives in relative health, as well as in significantly reducing their risk of transmitting HIV to an uninfected partner.

The Joint United Nations Programme on HIV and AIDS (UNAIDS) is an international advocacy organization. UNAIDS does not run any medical programs or provide community services in individual countries. Rather, it focuses on policy issues and laws. UNAIDS encourages countries to create their own programs and embrace aid organizations that offer universal access to HIV prevention, treatment, and care programs without discrimination. It also gathers scientific evidence to help governments develop fact-based policies.

There were approximately 36.7 million people worldwide living with HIV/AIDS at the end of 2015.

-UNAIDS

Since 2003, the U.S. has invested over \$65 billion in foreign aid to fight HIV/AIDS around the world.

AIDS

Autoimmune deficiency syndrome. This disease is caused by the HIV virus. AIDS destroys certain white blood cells a person needs to fight off infections, such as pneumonia, tuberculosis, encephalitis (brain swelling), and numerous types of cancer.

Anti-retroviral treatment (ART)

Treatment that slows or stops the HIV virus from growing in an infected person.

HIV

Human immunodeficiency virus. This virus causes AIDS. It is passed from one person to another via infected bodily fluids.

UNAIDS

The Joint United Nations Programme on HIV and AIDS. A part of the United Nations, it encourages individual governments to give all its people access to HIV/AIDS education, prevention, and treatment programs.

Are you willing to jump in and confront the situation? We believe you bring the necessary skills to the table: the ability to hear others' viewpoints; the ability to analyze your own and others' positions and goals; a spirit of cooperation; and a belief that everyone can be a part of a solution.

As representatives of one of the stakeholders engaged in the process, you will need to:

- Prioritize your diplomatic goals according to your group's policy position.
- Identify with whom you will need to negotiate and who might be your allies/opponents.

You will need to learn what the other participants believe and what they want out of the negotiation. Can you help bridge gaps between the participants? Remember, not all groups will agree with your priorities or goals. The objective is to find a solution that advances your group's goals and priorities. To do this, you will need to compromise and develop consensus to meet the other stakeholders halfway.

You will need to negotiate with other groups and look for ideas you share. Recognize where you can and cannot change your own and others' positions; identify areas of agreement; and finally agree on a strategy. You will have a worksheet to help organize your strategy.

At the beginning of the first round of discussions and in the order listed above, each group will have three minutes to outline its concerns and objectives. Some ideas for your group's opening position are provided in your Stakeholder Profile; feel free to incorporate or withhold this information as you wish.

After all groups have given an opening statement, you will be given 15 minutes to reach out to other participants and to negotiate your positions informally. Your goal in this session should be to build alliances and to offer strategies to find consensus with as many other groups as possible.

When you return to the formal meeting, the Chair will recognize delegates to hear their proposals. During this time, you should look for support. Do not spend time endlessly debating; the goal is to find a workable solution to the crisis at hand. Listen to what others say and if you need to adjust your proposal, do so. The Chair will give you 15-20 minutes to come up with a resolution – or not.

Today's simulation involves a hypothetical scenario but deals with the real world problem of HIV/AIDS. You will role play a member of a delegation at an international meeting trying to negotiate a solution. The delegations are:



The U.S. Department of State



Joint United Nations Programme on HIV/AIDS



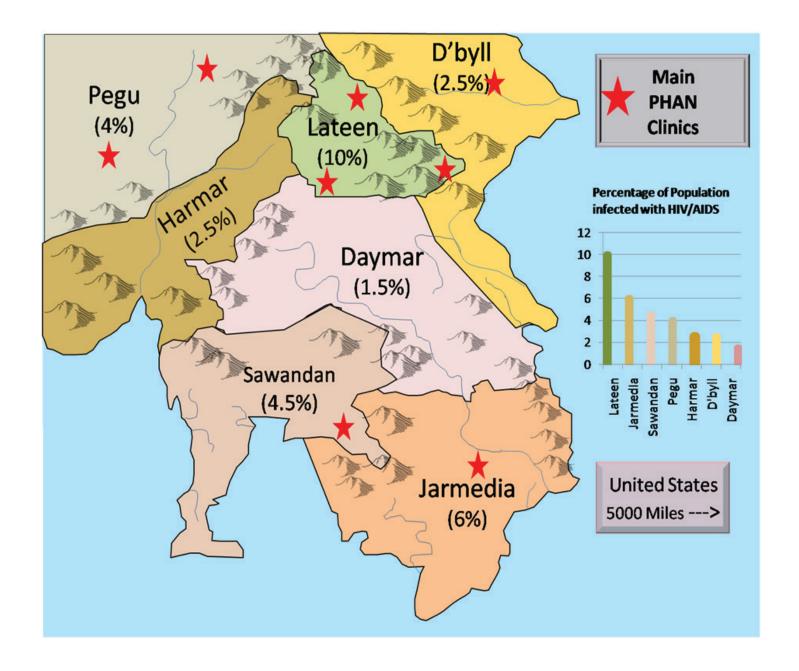
Foreign Ministry of Daymar



Foreign Ministry of Lateen



Prevent HIV and AIDS Now



SCENARIO

Lateen and Daymar are neighboring countries sharing a border. Culturally, they are very similar. Lateen is a much poorer nation. Most people in Lateen are **subsistence farmers**. This means they can produce enough food to feed their families but not enough to sell to others. Lateen has copper deposits that are potentially quite valuable, but the country does not have and is too poor to develop a mining industry. The Government of Lateen receives **foreign aid** from wealthier countries, including the United States. Lateen has good relations with the United States.

Daymar is a major grain producer. Daymar and the U.S. have been trading partners for a long time, and U.S.-Daymar relations are also very good. Daymar sells the harvested grain to the United States and buys American factory equipment to keep building up its economy. Over the past decade, Daymar has been trying to increase domestic manufacturing by encouraging young people to move from farms into cities to take factory jobs. However, as a result, there are no longer enough local agricultural workers to keep the farms going. For several years, Daymar has been giving work permits to seasonal **migrant laborers** from Lateen (mostly men) to come into Daymar for the summer and autumn months to plant and harvest crops. The Lateen migrant workers send money home to help their families (**remittances**). Without this money, everyday life would be even more difficult for the families in this poor country. When the harvest is over, the Lateen workers return to Lateen.

The **Joint United Nations Programme on HIV and AIDS (UNAIDS)** has for years advocated more comprehensive programs in Lateen. UNAIDS experts analyzed the infection data provided by Daymar health officials, but were unable to determine why more cases are being reported in Daymar now.

Prevent HIV/AIDS Now (PHAN) is a non-governmental organization (NGO) similar to the International Committee of the Red Cross. PHAN runs HIV/AIDS education, prevention, and treatment clinics around the world. It provides these services directly to local communities. In the United States, PHAN lobbies members of Congress and the State Department for funding. A number of well-known American celebrities take part in PHAN fundraising events, and the group can generates a lot of media attention.

The United States Government gives some funding to UNAIDS for **advocacy** and some to PHAN to run programs in individual countries. Every year, the State Department must ask Congress for this funding. Last year, the United States contributed \$250 million to PHAN specifically to support about 75 percent of its programs in Lateen. But every year, including this year, money for foreign aid is always competing with domestic spending priorities, such as U.S. national defense, education, and healthcare.

HIV/AIDS is a significant problem in Lateen. Approximately 10 percent of the adult population is living with HIV/AIDS. Although social attitudes tend to be fairly conservative, most people know at least one friend or relative who has HIV or AIDS and this makes them more sympathetic to a broader range of sufferers. For the past five years, PHAN has run robust but limited programs in Lateen, particularly focusing on preventing mother-to-child transmission, anti-retroviral treatments and clean needle exchanges. During that time, the percentage of Lateen people with HIV/AIDS has not increased, but it has not decreased, either. Health experts believe Lateen is not making as much progress as it could because the government and the general population do not support all possible preventive measures, such as condoms and voluntary medical male circumcision. Lateen men believe both practices undermine their masculinity. UNAIDS and the State Department have for

years encouraged Lateen to adopt more comprehensive HIV/AIDS programs.

In contrast, Daymar has a low HIV/AIDS prevalence rate – about 1.5 percent of the adult population. Until recently, Daymar did not see the need for any HIV/AIDS prevention and treatment programs. However, the number of new cases reported each month has recently started to rise – from 20 new cases six months ago to 50 new cases last month. Daymar believes local cases of HIV/AIDS are increasing because seasonal migrant workers from Lateen are bringing the disease into Daymar.

Sex education is not offered in Daymar schools, except to stress **abstinence** before marriage and **monogamy** after marriage. The local population is not well-informed about how HIV/AIDS is transmitted, and there are a lot of misconceptions. Like their Lateen neighbors, most Daymar men are culturally opposed to using condoms. Daymar religious and political leaders reinforce the public perception that homosexuals, people who inject drugs, sex workers, and people who have sex outside marriage are all sinners who deserve to get HIV/AIDS as punishment. They argue that it is appropriate to discriminate against these people because they are **social deviants**. Daymar society only supports providing treatment to "innocent victims" of the disease (i.e., monogamous, married pregnant women and their children).

PHAN has never dealt with the Government of Daymar before and PHAN's regional program coordinator got a chilly reception when she met with religious and political leaders in Daymar to discuss working together. She offered to start an HIV/AIDS prevention and treatment program in Daymar, but only if PHAN can treat all infected people without discrimination. The Daymar leaders repeated the commonly-held belief that some people "deserved" to get HIV/AIDS as a punishment and insisted it only wants programs aimed at the "innocent victims."

Even though it means sacrificing its annual crops, the Government of Daymar has decided to close its border to all Lateen migrant workers. This would be a devastating blow to Lateen's economy. It would also limit Daymar's ability to trade with the United States and slow Daymar's economic development. Daymar is willing to start working with PHAN, but only in support of "innocent victims."

UNAIDS has called this multilateral meeting to discuss the situation.

STAKEHOLDERS

Joint United Nations Programme on HIV and AIDS (UNAIDS)

The Joint United Nations Programme on HIV and AIDS (UNAIDS) brings together governments, private businesses and non-governmental organizations to promote universal access to HIV prevention, treatment, care and support. UNAIDS also encourages countries to protect the human rights of vulnerable communities, and to eliminate social and legal discrimination that prevents some groups from accessing proper care. It gathers and analyzes scientific data to help governments make fact-based decisions. The United States is a major donor.

Foreign Ministry of Lateen

Lateen is a poor country with very little industry and international trade. Most people are subsistence farmers. For decades, Lateen migrant workers (mostly men) have been immigrating legally to neighboring countries for the summer and fall harvest, where they earn enough to send money home to their families. After the harvest, the migrants return to Lateen. About 10 percent of Lateen's adults are infected with HIV/AIDS. For the past five years, PHAN has run robust education, prevention and treatment programs in local Lateen communities.

Foreign Ministry of Daymar

Daymar is a middle-income level country. It exports high-quality, vitamin rich grains and imports machinery. The United States is a major trading partner. Most young people work in cities and factories, so Daymar relies heavily on the seasonal migrant workers from Lateen to sow and reap the yearly harvest. About 1.5 percent of the adult population is infected with HIV/AIDS.

Prevent HIV/AIDS Now (PHAN)

Prevent HIV/AIDS Now (PHAN) is a non-governmental organization (NGO) similar to the International Committee of the Red Cross. PHAN runs HIV/AIDS education, prevention, and treatment clinics around the world, including in Lateen. PHAN does not have any programs in Daymar. The United States and other countries donate money to PHAN.

U.S. Department of State

Worldwide, HIV/AIDS has killed over 39 million people, including over 659,000 Americans, and there is no cure. The U.S. State Department is responsible for implementing HIV/AIDS policy overseas. Since 2003, the U.S. has invested over \$65 billion in foreign aid to fight HIV/AIDS around the world. The U.S. Government, through the State Department, gives some of that money to advocacy organizations like UNAIDS and to service providers like PHAN.

WORKSHEET 1: QUESTIONS TO THINK THROUGH

Whom do you represent?
What is your overall goal?
What goals (in priority order) would you also like to achieve?
Who can help you?
Who might oppose your approach?
What incentives and disincentives can you offer to persuade others?
What should be your strategy in dealing with the other parties, i.e., with whom should you speak first?

Remember: There is no "right" or "wrong" outcome. This is not a debate in which you need to win the argument; your goal is to work together to find a workable solution. Build upon common ground and look for areas where you and other parties can agree. Where you disagree, try to create options that address the other parties' concerns.

WORKSHEET 2: POSSIBLE ACTIONS

The following points are *possible* actions to be taken. Prioritize your top two choices according to your delegation's policy position. Feel free to add actions. You will share your priorities with the other delegations in your opening statement.

- Advocate for the borders between Lateen and Daymar to remain open, but offer some way for Daymar to protect itself from admitting infected people;
- Prevent the spread of HIV/AIDS in Daymar by enforcing strict immigration measures between Daymar and Lateen;
- Advocate for inclusive HIV/AIDS programs in Daymar that do not discriminate. Advocate for PHAN expanding programs in Lateen;
- Promote limited HIV/AIDS education, prevention and treatment programs in Daymar. Support keeping the PHAN's program in Lateen as is;
- Protect the economic interests of Daymar, Lateen and the United States. Advocate for alternative economic and trade opportunities between Lateen and Daymar.

Other:	 		
Other:			

TOOLS FOR NEGOTIATING EFFECTIVELY

Clearly Determine Your Position And Agree On Your Strategy:

- Clarify or restate your position if it is mis-represented by one of the other stakeholder groups.
- If during informal discussions you decide your group should change its position, discuss it with the other group members as soon as possible.

Realistically Evaluate Possible Actions Before You Propose Them:

- Are the proposals possible?
- Will they achieve the results you want?
- Watch for unintended consequences.

Analyze Other Groups' Positions:

- Why do they hold that position?
- Why do they oppose or support your proposals?
- Can you apply pressure to make stakeholders re-evaluate their positions?
- Can you offer any incentives to make stakeholders re-evaluate their positions?

Build Alliances:

- Identify which stakeholders share your position and which do not.
- Do not spend all your time trying to persuade others. Listen carefully to other delegates and absorb what they are saying.
- Try to identify common interests and concerns you share with other stakeholders.
- Even if your end goal is different, what can you agree on with others?

Identify Incentives and Disincentives ("Carrots and Sticks"):

- Consider what incentives you can safely offer to other groups.
- Explain to other stakeholders the negative consequences (either direct or indirect) that may follow if they oppose your position.

General Tips*:

- Separate the people from the problem.
- Interests: Focus on interests, not positions.
- Options: Generate a variety of possibilities before deciding what to do.
- Criteria: Insist that the result be based on some objective standard.

*Excerpted from "Getting To Yes", Roger Fisher and William Ury, Random House Business Books, 1981



GLOSSARY OF TERMS

Abstinence

Not engaging in a particular behavior, for example, refusing to drink alcohol or to engage in sexual relations.

Advocacy

Urging a person, group or organization to do (or not do) something.

Bodily fluids

Liquid produced by the body, including blood, semen, amniotic fluid, and breast milk.

Foreign assistance/foreign aid

Financial or in-kind assistance one country gives to another country to make life better for people in the receiving country.

Migrant worker

A person who voluntarily travels from his/her home country, usually to find seasonal work in another country, and who then returns to his/her home country.

Monogamy

Having sexual relations with only one partner in an exclusive relationship, such as marriage.

Mutually beneficial

When both parties gain something they want. Also called a "win-win" situation.

People Who Inject Drugs

Someone who injects narcotics or medication directly into his/her blood stream. Sharing used dirty needles is one way that the HIV virus is spread.

Remittances

Money that immigrants and migrants send back to their families in their home countries.

Social deviant

A person who behaves contrary to what most people around him/her consider normal or acceptable within that culture or tradition.

Subsistence farming

Farming that provides enough food to feed the farmer and his/her family but not enough to sell to other people.

Prevent HIV/AIDS Now (PHAN)



Background: Prevent HIV/AIDS Now (PHAN) is a non-governmental organization (NGO) similar to the International Committee of the Red Cross. PHAN is based in New York and runs HIV/AIDS education, prevention, and treatment clinics for local communities in many countries. A number of well-known American celebrities take part in PHAN fundraising events, and the group is able to generate a lot of media attention. However, how much assistance PHAN can provide in a country is limited

by the amount of funding it receives from donor countries, including the United States. Last year, the United States gave PHAN \$250 million specifically for Lateen, funding 75 percent of its programs there.

PHAN has never dealt with the Government of Daymar before, and PHAN's regional program coordinator got a chilly reception when she met with religious and political leaders in Daymar to discuss working together. They repeated the commonly-held belief that some people "deserved" to get HIV/AIDS as a punishment for their lifestyles but admitted that some people were "innocent victims" of the disease.

PHAN has several goals in this situation. It wants to run preventive programs and treat every infected or at-risk person in Daymar without discrimination, regardless of how society views them. However, it might consider a limited program in Daymar, as it has in Lateen, to gain support to work there. PHAN does not want to endanger its congressional support and funding by compromising anti-discrimination principles, which are core U.S. values. It would also like to expand its programs in Lateen, but it will need more money to avoid getting overextended.

Opening Position: PHAN will offer to start a prevention and treatment program in Daymar. The program will be available to all people; it will not exclude or limit care for people who inject drugs, homosexuals or people who have sex outside of marriage. PHAN will appeal to the United States and other international donors to fund the new Daymar program.

Foreign Ministry of Lateen



Background: Lateen is a poor country with very little industry or international trade. Although Lateen has some potentially valuable mineral resources, particularly copper deposits, it does not have, and cannot afford, to develop a mining sector. Most of the people are subsistence farmers. For decades, mostly male Lateen workers have been immigrating legally to neighboring countries for the summer and fall harvest, where they earn enough to send money home to their families.

Lateen families rely on these funds, also called remittances, to supplement their household incomes, particularly in years when the harvest in Lateen is bad. The workers usually return to Lateen after the harvest season.

About 10 percent of Lateen's adult population is infected with HIV/AIDS. Although social attitudes tend to be fairly conservative, most people know at least one friend or relative who has HIV or AIDS and this makes them more sympathetic to a broader range of sufferers. For the past five years, PHAN has run robust education, prevention and treatment programs in Lateen. During that time, the percentage of Lateen people living with HIV/AIDS has not increased, but it has not decreased, either. Health experts believe the reason is that the Government and the general population support some proven preventive measures – such as clean needle exchanges for people who inject drugs and anti-retroviral medications for infected people – but not others, such as condoms or voluntary medical male circumcision.

The Government of Lateen has several competing goals in this situation. It does not want Daymar to close the border to legal migrant agricultural workers. It wants Lateen families to receive the remittances that help them get through the harsh winter. Lateen is a relatively conservative society, and the progressive-leaning government holds a slim majority in Parliament. Even though the Government of Lateen agrees with the health experts that it could implement a broader HIV/ AIDS prevention program, it worries about losing the next election if it pushes socially unpopular measures.

Opening Position:

Lateen will stress that Lateen and Daymar mutually benefit from the current arrangement. Daymar should not act against its own economic interests. Lateen will insist there is no evidence the migrant workers are spreading HIV/AIDS in Daymar.

Joint United Nations Programme on HIV and AIDS (UNAIDS)



Background: The Joint United Nations Programme on HIV and AIDS (UNAIDS) was created in 1986. UNAIDS brings together governments, private businesses and non-governmental organizations to promote universal access to HIV prevention, treatment, care and support. UNAIDS also encourages countries to protect the human rights of vulnerable communities and to eliminate social and legal discrimination that prevents some groups from accessing proper care. It also gathers scientific evidence to help governments develop fact-based policies.

UNAIDS focuses on country policies, and does not run local programs. The United States is a major donor.

UNAIDS has for years advocated more comprehensive programs in Lateen. Although the infection rate is quite high (about 10 percent of the adult population), health experts believe it would be even higher without the prevention of mother-to-child transmission programs that service providers like PHAN run and the anti-retroviral medications they provide. UNAIDS also thinks this situation gives the Government of Lateen new incentives to promote condom use and voluntary medical male circumcision so it can counter the Daymar argument that Lateen migrants are to blame.

UNAIDS experts analyzed the infection data from Daymar health officials, but they could not determine why more cases are being reported in Daymar, a country which previously had a very low HIV/AIDS rate. It is concerned that Daymar is blaming the recent rise on Lateen migrant workers without any evidence. UNAIDS officials do not believe expelling these workers and closing the Daymar-Lateen border will halt the spread of the disease. The only long-term solution for Daymar is to develop an aggressive program of public awareness, preventive measures and treatment.

Opening Position: UNAIDS will argue that classifying people with HIV/AIDS as innocent or guilty is not only wrong, it is unhelpful. UNAIDS will argue that both Lateen and Daymar should embrace all scientifically proven methods of stopping the disease from spreading.

U.S. Department of State (DOS)



Background: The State Department leads the United States in its relationships with foreign governments, international organizations, and the people of other countries. It aims to promote the security, prosperity and interests of the American people around the world. It does so by creating American jobs through support for open markets for U.S. companies; by issuing passports and providing emergency assistance to U.S. citizens abroad; by negotiating treaties to reduce nuclear weapons

and equipping countries to respond to their own security challenges; by helping countries with health, food and humanitarian crises; by promoting stability, peace and human rights; and by increasing understanding of American society and values.

Since 2003, the United States has invested \$65 billion in foreign aid to fight HIV/AIDS around the world. The U.S. Government, through the State Department, gives some of that money to advocacy organizations like UNAIDS and to service providers like PHAN. Each year, the Administration must ask Congress for this funding. Last year, the United States contributed \$250 million in foreign aid to PHAN specifically to support Lateen's HIV/AIDS programs. But every year, including this year, support for UNAIDS and PHAN is always considered against competing domestic spending priorities, such as U.S. national defense, education, and healthcare.

The United States has several goals in this situation. It wants all of America's foreign aid programs to be successful and to be cost-effective. It wants the positive U.S.-Daymar trade relationship to continue. It also wants Lateen families to survive the winter. At the same time, the State Department does not want to compromise on its anti-discrimination stance, which is a core American value.

Opening Position: The State Department will reaffirm its commitment to stopping the spread of HIV/ AIDS around the world. It will emphasize that it wants to maintain trade with Daymar but that will be difficult without the Lateen contribution to Daymar's economy. The Department believes today's negotiations should focus on finding an alternative solution to Daymar's plan to close the border. The Department will say that all forms of discrimination are wrong, including discrimination in HIV/ AIDS prevention and treatment. Both Daymar and Lateen should embrace all methods of preventing and treating HIV/AIDS in order to begin to control the spread of the disease.

Foreign Ministry of Daymar



Background: Daymar has been exporting high-quality, vitamin rich grains and importing farming equipment for many decades. The United States is a major trading partner. Starting about 15 years ago, successive national governments started using the money from grain exports to buy manufacturing equipment. As more and more young people left their villages to work in cities and factories, Daymar stopped having enough local people to run the farms. Daymar came to rely heavily on the seasonal

migrant workers from Lateen to sow and to reap the yearly harvest.

Even though only 1.5 percent of the adult population is infected with HIV/AIDS, the entire country is concerned about the recent rise in cases. The local media reports constantly on the "moral and medical crisis," and community leaders insist (despite having no scientific proof) the Lateen guest workers are to blame. Most Daymar people think homosexuals, people who inject drugs, sex workers, and people who have sex outside of marriage deserve to get HIV/AIDS as punishment for violating religious and social norms. Even though it means sacrificing its annual crops, disrupting trade relations with the United States and slowing the industrial development program, the Government of Daymar has decided to close its border to all Lateen migrant workers.

Daymar has several competing goals in this situation. It wants to maintain good relations and trade with the United States. This is the main reason Daymar is considering working with PHAN. However, the government is very concerned about losing political support by angering religious leaders and the public. It believes its citizens will only accept a prevention and treatment program that focuses on abstinence, fidelity, and giving anti-retroviral medication to innocent victims of the disease, specifically married pregnant women and their children.

Opening Position: Daymar will argue that while there may be no proof the Lateen migrants are spreading HIV/AIDS, this is the most likely explanation for the recent increase of cases. Daymar has the duty to protect its citizens and the right to set immigration policy. PHAN was willing to customize its program to accommodate Lateen social norms, so it should be willing to do the same for Daymar.

The U.S. Diplomacy Center is a public-private partnership, an apolitical and non-partisan museum and education center dedicated to telling the story of American diplomacy. The Diplomacy Center is located at the Department of State's historic headquarters, the Harry S Truman building in Washington, D.C. The Center will invite visitors to explore the history, practice and challenges of American diplomacy through interactive exhibits, artifacts, hands-on education programs, diplomatic simulations, and the expertise of foreign affairs specialists.





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